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ABSTRACT

The purpose of this report is to fulfill the statutory requirement (Public Act 294, 1974) that the Michigan State Department of Education "make an annual report relative to bilingual instruction programs to the legislature and the governor." The report is designed to present the information necessary to understand the 1975-76 status of bilingual education and the degree to which Public Act 294 has been implemented. This report describes the requirements of compliance with the act and the steps taken to meet them. Activities undertaken are: formulating a position statement, determining need, securing and utilizing resources, technically assisting school districts, conducting workshops and establishing an advisory council and reviewing department policies. The State Board of Education feels that the legislature must provide adequate financial resources for the Department of Education to provide technical assistance to the local school districts required to implement bilingual instruction programs. (Author/NCR)

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Report on Bilingual Education 1975-76

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Table of Contents

I. Introduction 1

II. The Legislative Mandate 2

A. Local School Districts 2

B. Intermediate School Districts. 3

C. State Board of Education 3

D. Michigan Department of Education 4

III. Activities of the Bilingual Education Office 5

A. A Position Statement on Bilingual Instruction in Michigan. 5

B. Determining the Need 7

C. Department Efforts to Secure and Utilize Resources. 8

D. Technical Assistance to School Districts 14

E. Technical Assistance Workshops 16

F. Bilingual Education Advisory Council 17

G. Review of Department Policies. 18

IV. Long Range Plans 20

V. Conclusion 21

I. INTRODUCTION

The purpose of this report is to fulfill the statutory requirement (Public Act 294, 1974 Sec. 396-f) that the State Department of Education "make an annual report relative to bilingual instruction programs to the legislature and the governor." The report is designed to present the information necessary for the understanding of the 1975-76 status of bilingual education and the degree to which Public Act 294, 1974, has been implemented.

Act 294 of the Public Acts of 1974 requires that "beginning with the 1975-76 school year the board of a school district having an enrollment of 20 or more children of limited English-speaking ability in a language classification in grades K-12 shall establish and operate a bilingual instruction program for those children."

Since August 25, 1975, the Department has worked vigorously to assist and guide school districts in the implementation of P.A. 294 with the assignment of the first Bilingual Education Specialist to the Department. Basically, the Bilingual Education Specialist developed guidelines, sought funding, assisted the State Board of Education in stating its position regarding bilingual education in Michigan, and assisted local districts in complying with P.A. 294.

Rapid progress was made in the Department during the year 1975-76, but much needs to be done to implement bilingual education statewide in Michigan. The concept of bilingual education is still widely unknown and underdeveloped in the local and intermediate school districts and in the local communities.

The main concern of the Bilingual Education Office during 1975-76 was to provide technical assistance and guidance in bilingual education to local and intermediate school districts seeking to implement the provisions of Public Act 294.

II. THE LEGISLATIVE MANDATE

Public Act 294 sets forth the requirements for each educational agency having responsibility under the mandate to provide bilingual programs for children of limited English-speaking ability. In addition, the law cites some actions that may be taken which are not required by the mandate. A description of the requirements follows.

A. Local School Districts

Requirements:

1. The board of a local district having 20 or more students of limited English-speaking ability in a language classification must operate a bilingual instruction program for those children. Any districts operating such an instructional program must:

   a. Insure that each child participating in a bilingual instruction program is given instruction appropriate to his/her level of education attainment [Section 391 (3)].

   b. Operate a full-time program of bilingual instruction in the courses required by P.A. 294 and the courses and subjects required by the [local] board for completion of the grade level in which the child is enrolled [Section 392].

   c. Notify, by registered mail, the parents of a child of limited English-speaking ability that their child is being enrolled in the program [Section 393; the subsections of this section specify the content of this notice].

   d. Establish a bilingual advisory committee to assist the [local] board in evaluating and planning the bilingual instruction program; a majority of the members of this advisory committee must be parents of children enrolled in this program [Section 394].

2. A local school district having fewer than 20 children of limited English-speaking ability that does not operate a bilingual instruction program must provide transportation and tuition for any such child in the district who wishes to enroll in a bilingual program in another district [Section 391 (4)].

Options:

1. The board of a local district having fewer than 20 children of limited English-speaking ability may operate a bilingual instruction program [Section 391 (2)]. Any program operated by a district under subsection (2) must meet the requirements outlined above, in parts a-d.

B. Intermediate School Districts

Requirements:

1. In the case of school districts with fewer than 20 children of limited English-speaking ability, the board of the intermediate district must determine whether the total number of such children residing in its constituent districts which do not operate a bilingual instruction program warrants the establishment of an intermediate bilingual instruction-support program. In making such a determination, the board of the intermediate district shall consider:

   a. Whether the cost of operating the program is justified by the number of children at each grade level who would benefit from its establishment;

   b. Whether alternative methods...such as visiting teachers or part-time instruction can be provided [Section 391 (5)(a)(b)].

C. State Board of Education

Requirements:

1. The Board, in cooperation with intermediate and local school districts, shall develop and administer a program of in-service training for bilingual instruction programs [Section 395 (1)].

2. The Board shall promulgate rules governing the conduct of and participation in the in-service training programs [Section 395 (1)].

3. The Board shall promulgate rules governing the endorsement of teachers as qualified bilingual instructors in public schools of this state [Section 395 (2)].

4. The Board shall approve an examination or testing mechanism suitable for evaluating the proficiency in English language skills of a child of limited English-speaking ability [Section 395 (3)].

D. Michigan Department of Education

Requirements:

The Department shall do the following:

1. Advise and assist school districts in complying with and implementing Sections 390-396.

2. Study, review, and evaluate textbooks and instructional materials, resources, and media for use in bilingual instructional programs.

3. Compile data relative to the theory and practice of bilingual instruction and pedagogy.

4. Encourage experimentation and innovation in bilingual education.

5. Recommend in-service training programs, curriculum development and testing mechanisms to the State Board of Education.

6. Make an annual report relative to bilingual instruction programs to the legislature and the governor.

III. ACTIVITIES OF THE BILINGUAL EDUCATION OFFICE

A. A State Board Position Statement on Bilingual Instruction in Michigan

On March 11, 1976, in response to the legislative mandate for bilingual education, the State Board of Education reaffirmed the policies already established by the Board and by other governmental bodies and approved a Position Statement on Bilingual Instruction in Michigan. The Board expressed the importance of bilingual education in the following two excerpts from its position statement:

> First, every effort needs to be expended to implement fully the current provisions of Act 294 to ensure that no child's success in public school is unduly inhibited because he or she is a child of limited English-speaking ability.
>
> Second, every effort needs to be expended to ensure that all children are provided opportunities to gain an understanding of their own cultures as well as cultures of others.

The State Board of Education set forth the following seven guides for action in the area of bilingual instruction:

1. Students receiving bilingual instruction should be encouraged and assisted to develop skills in their native language while they are acquiring proficiency in English.

2. Students receiving bilingual instruction should achieve at a rate commensurate with their own age, ability, and grade level in all school subject areas.

3. Students receiving bilingual instruction should demonstrate growth in self-esteem.

4. Students receiving bilingual instruction should be provided with a coordinated and integrated learning environment through effective articulation with the general school program.

5. All teachers and staff members of schools offering bilingual instruction should be involved in a comprehensive in-service training program.

6. Parents and other community members should be involved in the planning, implementation, and evaluation of bilingual instruction programs.

7. By the beginning of the 1976-77 school year, local school districts should submit to the Michigan Department of Education a report describing the local district's plans for implementation of Public Act 294, 1974, consistent with guidelines developed by the Department of Education.

B. Determining the Need

In its effort to determine which districts in Michigan would most likely have students in need of bilingual instruction as mandated in Public Act 294, Department staff referred to the 1973-74 School Racial and Ethnic Census Report for a listing of those districts that had identified at least 20 students in the Latino, Oriental or Native American category. In addition, in June of 1975, the Department sent a survey to each local and intermediate district asking whether the district had 20 children in a language classification in need of bilingual instruction and whether it wanted technical assistance from the Department in implementing a bilingual instruction program. In the case of districts which appeared to have an inconsistency between numbers of children eligible for bilingual instruction and numbers of children identified in the Racial and Ethnic Census, follow-up letters requesting additional information were sent. The final results of the survey showed the following:

41 - school districts had the required number of students eligible for bilingual instruction and would like technical assistance.

16 - school districts had the required number of eligible students but did not need technical assistance.

46 - school districts did not have the required number of eligible students but would like technical assistance.

427 - school districts did not have the required number of eligible students and did not need technical assistance.

In order to obtain more uniform and updated information on the number of children of limited English-speaking ability in each district, by language classification, the State Board approved, on April 6, 1976, a set of Guidelines for Selecting Test Instruments and Procedures for Assessing the Needs of Bilingual Children and Youth. These Guidelines were sent to all local and intermediate districts in May, 1976. Districts will also be asked to report to the Department, as a part of their 1976 fourth Friday count, the number of children of limited English-speaking ability there are in the district by language classification and by grade level.

The Department has as a goal and as a charge from the legislature in Public Act 294, the identification of model assessment procedures and appropriate testing mechanisms for use in identifying students who are experiencing difficulty in school because of their language background. The Department likewise recognizes the need to have as a part of its staff an individual who is qualified and experienced in bilingual assessment and evaluation.

C. Department Efforts to Secure and Utilize Resources

1. Monetary Resources:

It was recognized that the full implementation of the Act by intermediate and local school districts and the provision for required consultative and technical assistance by the State Board of Education and the Department would require the identification and allocation of new financial resources. Consequently, the State Board and the Department undertook a series of actions aimed at acquiring and appropriately allocating such resources.

a. Model Training Programs

In the 1974-75 Budget, the legislature provided $300,000 to the Department for the purpose of making grant awards to five selected districts to develop pilot model projects for training bilingual personnel. The entire $300,000 was awarded to the following five districts: Detroit, Lansing, Saginaw, Grand Rapids, and Birmingham/Oak Park/Southfield. The allocation was in operational use during the 1975-76 school year. The objectives for those projects were established in the following areas:

1. Teacher education program leading to the endorsement of teachers holding a current teaching certificate.

2. Teacher training program at the preservice level.

3. In-service education program for teachers, paraprofessionals, aides, and volunteers to be involved in bilingual education programs.

4. Community involvement model.

5. Development and implementation of a needs assessment instrument to determine students who qualify for bilingual instruction under P.A. 294.

After having some communication with the five project directors and reviewing the first written progress reports from the projects, the Department made the following assessment:

1. One year is not a sufficient length of time to establish a model program.

2. The projects were established with a multitude of objectives making them impossible to develop.

3. There was no monitoring or assistance available from the Department when the programs were initiated.

Early in January the Bilingual staff established a monitoring system of the five projects. The purpose of the monitoring system was to assess and to provide consultative direction to the five school districts. Among the recognized weaknesses, besides those already listed, were: (a) the lack of assistance from the cooperating universities, (b) distinct emphasis on ESL instead of bilingual instruction, and (c) poor or delayed administrative direction.

With substantial direction from the Bilingual staff and the REAS staff, the five school districts will move from a developmental year to an implementation year via an extended work plan in the 1976-77 fiscal year.[1] A summary description of the five extended projects follows:

Birmingham/ Oak Park/ Southfield:	An in-service training seminar offered for credit at Mercy College; coordinated by the project director, it will involve workshops conducted by nationally known experts in the field of bilingual education and will be open to teachers and aides from the project districts as well as staff in other districts in Michigan.
Detroit:	Teacher training leading to the bilingual endorsement/ in-service and preservice training for staff working directly in a bilingual program.
Grand Rapids:	Education and training for bilingual aides involved in the bilingual program/Documentation of the needs assessment procedures presently used in the Grand Rapids School District.
Lansing:	In-service training intended for staff members who are not necessarily seeking the bilingual endorsement, but who are located in buildings where bilingual programs are offered.
Saginaw:	Field testing of the State Department's Guidelines for Selecting Test Instruments and Procedures for Assessing the Needs of Bilingual Children and Youth/ Training of parents of children involved in bilingual programs.

In the original appropriations of grant money for local model projects, the intent was to continue the projects for three years. The State Board recommended to the legislature that the projects be funded for only two years with the third year funds allocated instead for a Bilingual Education Resource Center. The budgetary allocations made by the legislature for fiscal year 1976-77 reflect this recommendation.

[1] An amount of funds, subsequently reduced to $225,000 as a result of executive order reductions, was provided in the 1975-76 budget to continue the grants in 1976-77. Again, following legislative direction, no portion of these funds was to be retained by the Department.

b. Intradepartmental Funds:

The efforts to secure state and/or federal funds to support needed Department activities in the bilingual education area were fruitless through June 30, 1975. However, the Superintendent of Public Instruction, as a last resort and on a one time basis, was able to allocate the following amount of Federal Title V funds during 1974-75 and 1975-76 for the following purposes:

1974-75	
$15,000	Salary and related CSS&M for one 13 level professional staff person
1975-76	
$40,849	Salary and related CSS&M for one 13 level professional staff person and one 04 level typist/clerk.
$ 5,500	Support for state sponsored workshops for local district personnel.
$11,500	Support for an Emergency Technical Assistance Network and a state level advisory council.

c. Title IV Civil Rights Act Funding Proposal:

In March of 1976, the State Board resubmitted a proposal to the U.S. Office of Education, under Title IV of the Civil Rights Act, requesting approximately $250,000 for the purposes of establishing a coordinated program of consultative and technical assistance to intermediate and local districts operating bilingual instruction programs. It was felt that the numerous activities, specifically as the work related to assessing and evaluating students who needed bilingual instruction, necessitated the additional funding. The Department was awarded a Title IV grant of $154,939 for the 1976-77 fiscal year.

d. Bilingual Education Resource Center (BERC)

At its December meeting the State Board approved a proposal to the legislature to fund a Bilingual Education Resource Center (BERC) within the Department of Education during the 1976-77 school year. The amount requested was $295,659, and the specific tasks of the BERC focused on establishing guidelines, rules, and regulations and providing technical assistance to various educational agencies involved in bilingual education. Of particular importance were the activities dealing with curriculum development, resource and materials use and evaluation, along with the other responsibilities delegated to the Department in Public Act 294.

As indicated earlier in this report, the legislature and the governor did support the recommendation of the State Board to channel the third year model grant money into a resource center at the state level by appropriating $220,000 for the BEK[illegible] during the 1976-77 fiscal year.

e. Categorical State Funding for Bilingual Education

A funding proposal of $11,040,000 was approved by the State Board of Education at its December 11, 1975 meeting. The proposal was recommended with limited data provided by three cities that were operating bilingual programs at that time. Precentages of students in need of bilingual instruction and drop-out rates were extrapolated for the state from the data obtained from the three cities.

The funding request was a formula proposal that described an instructional unit based on the state's average teacher salary. There were no specific provisions in the proposal prescribing a particular instructional unit since the Department wanted to permit the districts a degree of flexibility in selecting the most suitable bilingual instruction program. Action was not taken on the funding proposal.[2]

One of the major concerns that the local districts have expressed since the passage of Public Act 294 is that of funding for bilingual programs. Common sense dictates that starting up programs of bilingual instruction where none have been in existence previously will require either additional staff and money or a reallocation of funds and staff presently available. The Board is of the opinion that the responsibility for providing instruction for bilingual students rests ultimately with the local district in terms of the financial and in-kind commitment made to bilingual programs. However, it also seems

[2] In June, 1976, a measure was introduced in the Legislature to provide $1,000,000 in categorical bilingual education aid to school districts as part of the State School Aid Act. This amount was eventually reduced to $850,000 and was approved by the Governor on August 12, 1976.

Section 41(a) of the 1976-77 School Aid Act contains the following provisions regarding the allocation and the manner in which the money was to be distributed to districts.

> "From the amount appropriated in Section 11, there is allocated not to exceed $850,000 to applicant districts offering programs of bilingual instruction for pupils of limited English-speaking ability as required by sections 390 to 396 of the School Code of 1955. Reimbursement shall be on a per pupil basis and shall be based on the number of bilingual pupils in membership on the fourth Friday following Labor Day."

evident that local efforts will in many cases need to be supplemented by other state and/or federal funds in order for bilingual programs to be initiated. The data gathered from local districts during the 1976-77 school year will provide much needed information on what levels of spending are required to properly implement bilingual instruction as mandated in Public Act 294.

2. Human Resources

In November 1975, the Bilingual Education Specialist, in cooperation with other Department staff, reviewed the current management plan for bilingual education. The two principal concerns were: (1) to increase the level of technical assistance to intermediate and local districts for the remainder of the fiscal year, and (2) to draw up a long range plan to become effective as of July 1, 1976.

The review of the management plan resulted in a proposal that addressed the Department's short term plans to increase the level of technical assistance through July 1, 1976. The proposal was received by the State Board of Education for their information and was entitled The Bilingual Education Emergency Technical Assistance Network (ETAN). The Network was composed of two components: (1) an intradepartmental bilingual education group and (2) a statewide network of auxiliary bilingual consultants. These consultants received in-service training and information on four separate occasions: a three day workshop held on January 19-21, February 24, April 23 and June 24, 1976. The objectives for the workshops and training sessions were:

(1) To provide opportunities for bilingual experts to acquire greater knowledge, skills, and expertise in bilingual education that would enable them to consult local school districts and institutions of higher education in the implementation of bilingual instruction programs.

(2) To provide opportunities for bilingual experts to participate in group activities that would assist them in identifying as a group and help them develop a philosophy of bilingual education consistent with the goals of the Michigan Department of Education.

The workshops consisted of day long sessions with consultants of bilingual education in the following areas:

(1) Individualized Instruction
(2) Multicultural Education
(3) Reading for Bilingual Students
(4) Group and Human Relations
(5) Bicultural Education
(6) Community Involvement
(7) Updating Activities-Michigan Department of Education

On February 4, 1976, the Department of Education identified the following statewide consultants and six Department staff persons who were trained to work with local and intermediate school districts who had requested technical assistance from the Department of Education.

Consultant	Area of Special Interest or Expertise
Luicio Avila	All areas of bilingual education
Joe Benavidez	Community Involvement
Anna Luisa Cardon	General Bilingual Instruction Implementation
William Cline	Linguistics/Teacher Education
Ligia de Reynolds	Teacher Training
Dora Dominguez	Curriculum/Counseling
Juanita Flores	Assessment and Evaluation/Reading
Fr. George Garmo	Bilingual Education for Chaldean Students
Renato Gonzalez	Planning/Proposal Writing
Winabelle Gritter	Bilingual Education Procedures
Mat Hoang	Bilingual Education for Vietnamese Students
Sara Katra	In-service Activities for Teachers
William Katra	Cultural Activities/Human Relations
Barbara Kirk	Coordination/Evaluation Materials
Rodolfo Martinez	Administration/Directing
Gilbert Montez	Instructional Objectives
Elsa Rosa	Program Coordination
Alexander Velasco	General Bilingual Instruction Program Implementation

Michigan Department of Education Staff

Anita Herrera Bilingual Education Specialist	William Vorhauer School and Community Affairs
Cecilia Santa Ana Migrant Education Program	Raymond Padilla Latino Education Office
Rual Rio Research, Assessment and Evaluation	Sarah Boling Teacher Preparation and Professional Development Services

The Department has as a goal a coordinated program of technical assistance to districts that includes the resources available regionally, statewide and within the Department.

D. Technical Assistance to School Districts

1. Informing Local Districts:

In November of 1974, the Department began communicating regularly and directly with local school districts regarding bilingual instruction. The purpose of these communiques was to inform districts of the passage of the law, their obligations under the law, the actions they would be required to take and the activities that the Department would be undertaking to assist them in complying with the law. In addition, surveys were sent requesting information on the number of children who needed bilingual instruction services, and announcements of the workshops that the Department would be sponsoring were distributed. As a result of those communications, all local districts should be fully informed of their obligations under the law and should be well aware of the services the Department has been offering.

The Department published two documents in 1976 which provided further information and assistance. One was the State Board of Education's Position Statement on Bilingual Instruction in Michigan, and the second is Guidelines for Selecting Test Instruments and Procedures for Assessing the Needs of Bilingual Children and Youth. Both documents were sent to all districts and distributed to interested individuals and community groups as well. The Department also prepared and sent to districts for working purposes a set of tentative Guidelines to Aid in the Development of a District Plan for Bilingual Instruction Programs and to Secure Reimbursement under Section 41(a) of the 1976-77 State School Aid Act. The Guidelines will be considered for final approval by the State Board in September.

2. General Consultative Assistance:

The Bilingual Education Specialist worked to deliver technical assistance to local school districts who were in the process of developing and implementing bilingual instruction programs. Technical

assistance included initial orientation regarding what bilingual education is, the establishing of guidelines, rules and regulations for the various education agencies that needed to implement bilingual instruction programs or were otherwise involved with bilingual education, assisting school districts in determining the nature of goals and purposes of bilingual instruction programs, assisting with the dissemination of information that would formulate a bilingual education philosophy, assisting in defining bilingual education objectives, assisting in developing bilingual education proposals and/or presentations to local boards, and assisting local school districts in formulating and training community and parent advisory committees.

In addition to working with the programs which were operational throughout the state, the bilingual specialist, in conjunction with other Department staff persons, met in many cities with parents and personnel of particular school districts. In those places the communities were interested in a program and had motivated the superintendent to call meetings and ask for assistance from the Department of Education.

3. Review of Local District Response:

In 1975-76, there was no state-level monitoring system for bilingual instruction programs. Consequently, it was extremely difficult, if not impossible, to present definitive information on the number of local districts operating bilingual instruction programs and the degree to which such programs complied with the law. However, based on direct and indirect knowledge acquired, in large part, through the activities of the Department's Bilingual Specialist, the following limited review of local district response is offered.

Few school districts responded fully to Public Act 294. The reasons given for not fully implementing bilingual instruction programs varied from school district to school district, but generally fell into two very distinct areas: (1) lack of information regarding what a bilingual instruction program is, (2) lack of resources, including funding, staff, and instructional materials. School districts such as Lansing, Detroit, Saginaw, Grand Rapids and Pontiac were operating bilingual programs with a combination of funds from the Federal Government and existing state and local revenues. The following districts initiated programs with existing state and local revenues: Adrian Public Schools, Albion Public Schools, Bridgeport-Spaulding Schools, East Lansing Public Schools, Flint Community Schools, Holland Public Schools, Kalamazoo Public Schools, Muskegon Public Schools, and Waverly Public Schools. School districts who had initiated programs with existing state and local revenues had difficulty servicing all the students that had been identified as having difficulty in the regular classroom. The other area of general difficulty was the training of staff and the identification of materials and resources.

The school districts who had federal funding under Title VII were able to draw resources from the network of resource centers and dissemination centers also funded by Title VII: for example, the Bilingual Education

Service Center, Arlington Heights, Illinois; the Midwest Materials Development Center in Milwaukee; and the Dissemination and Assessment Center, Austin, Texas.

Many school districts requested various kinds of information and asked specific questions of the Michigan Department of Education regarding implementation of bilingual instruction programs. Thirty-six school districts responded to the first Bilingual Education Technical Assistance Workshop sponsored by the Department.

4. Future Plans:

While it must be recognized that the Department has made a good beginning in bilingual education and has provided technical assistance in a variety of ways through the Bilingual Education Specialist, through workshops conducted by the Latino Education Office, and through the Technical Assistance Network, much remains to be done to ensure that a comprehensive program of assistance is undertaken and that full compliance with Public Act 294 is achieved.

The exapnded staff and state resource center proposed for 1976-77 under federal and state funding will go a long way toward providing the services needed in the state. In addition, categorical funding to school districts from the state, while not completely adequate to meet the financial requirements for beginning programs in bilingual instruction, should act as an incentive to districts to provide services to bilingual students.

E. Technical Assistance Workshops

In keeping with the proposed Plan of Action for Bilingual Education, the Department of Education sponsored the first Technical Assistance Workshop on November 3-4, 1975, in Albion. The workshop was aimed at providing technical assistance to superintendents, directors of curriculum, personnel and research, and directors and teachers involved in bilingual instruction programs. The attendance was excellent and service was provided to 130 persons. Two nationally known Bilingual Educators made the main presentations: Dr. Serafina Columbani, Director of Ph.D. Institute, Hartford, Connecticut; and Dr. Ernesto M. Bernal, Jr., Associate Professor Bicultural Bilingual Studies, University of Texas, San Antonio, Texas.

Concurrent workshops were held in the following areas:

- Management and Administration of Bilingual Programs
- Processes in Planning a Bilingual Multicultural Program
- Methods and Techniques in Bilingual Instruction
- Assessment and Evaluation of the Student in a Bilingual Education Program
- Staff Development for Bilingual Instruction Programs
- An Affective Approach for Development of Bilingual Education
- Materials in Bilingual Education
- Bilingual Education and the Community

A second workshop on Assessing the Needs of Bilingual Students was held at the Kellogg Center on August 25, 1976.

F. Bilingual Education Advisory Council

At its February 4, 1976, meeting, the State Board of Education approved the recommendations for members of the Bilingual Education Advisory Council for a term expiring August 31, 1976.

Since March 16, 1976, the Advisory Council held one regularly scheduled day long meeting each month. Attendance and participation by members at each of these meetings was excellent.

In the course of its brief existence, the Advisory Council:

(1) Reviewed and recommended subsequently approved changes in the State Department's Guidelines for Selecting Test Instruments and Procedures for Assessing the Needs of Bilingual Children and Youth;

(2) Reviewed and supported the State Department's proposed plans for allocating grant money to five districts and establishing a Bilingual Education Resource Center;

(3) Reviewed and recommended changes in the State Department's report on evaluating the status of the Goals of Michigan Education, particularly as that report related to bilingual education;

(4) Reviewed for informational purposes several documents related to Board policy on bilingual education;

(5) Scheduled special presentations by Representative David Hollister on the status of current legislative action, by Migrant staff members on the Vietnamese program, by Father Garmo on the Chaldean community and by Dr. Sarah Boling on bilingual teacher endorsement programs.

The Council identified several areas for consideration in the immediate future:

(1) A Council position paper on bilingual education;

(2) A review of bilingual endorsement programs already approved by the Department and a review of the procedures that were established for approving such programs at the State level;

(3) Further study of testing and assessing the needs of bilingual students in Michigan;

(4) Ongoing bilingual program development.

G. Review of Department Policies

During 1975-76, the Department established several policies which affected the implementation of bilingual education in Michigan. Two of these policies are reviewed here.

1. Endorsement of Teachers:

The State Board of Education began to meet the requirement calling for the promulgation of rules governing the endorsement of teachers. In its initial actions, the staff: (1) reviewed the certification code to determine if the actions required by P.A. 294 could be taken under the code or if changes would be necessary, (2) identified from the statute the desired characteristics of teacher preparation programs to be developed by the teacher training institutions, and (3) devised a system for the coding of bilingual teacher certificates for qualified persons who are skilled in a non-English language.

The Department staff assembled an ad hoc committee that met for the first time in December, 1974. The ad hoc committee consisted of four public employees, including two classroom teachers (one member of the La Raza Committee), one program supervisor, and one administrator of a bilingual program. Two members were involved in a bilingual teacher preparation program. The task of this ad hoc committee was to review staff actions.

As a result of these activities the State Board received Bilingual Teacher Certification Guidelines on February 4, 1975. The following 15 teacher training institutions submitted and received approval of Bilingual Teacher Education Endorsement programs: Mercy College, Michigan State University, Grand Valley State College, Saginaw Valley College, Adrian College, Andrews University, Albion College, Alma College, Central Michigan University, Eastern Michigan University, Hillsdale College, Marygrove College, Oakland University, the University of Michigan, and Wayne State University.

In 1975-76, in the area of teacher endorsement programs, the Department initiated an evaluation of those guidelines with respect to: (1) recent experiences, (2) tests used to determine proficiency in both the oral and written skills of the language for which a person is endorsed, and (3) courses being offered by colleges and universities in methodology, language, and culture.

Both La Raza Citizens' Advisory Council and the Bilingual Education Advisory Council recommended a thorough review of bilingual teacher endorsement programs to ensure that the colleges and universities approved by the State provide adequate training for bilingual instructors.

2. Coordination of Bilingual Education within the Department:

a. Coordination among the Offices in the Department

While the initial placement of the Bilingual Office under the Superintendent seemed to be the most appropriate action when all factors were considered, there were certain problems in coordinating the activities of the Bilingual Office with those of other offices in the Department. One of the primary reasons for the coordination problem was the fact that many offices in the Department were concerned with providing services to children who also qualified for bilingual instruction. The most important offices in this category were Latino Education, Indian Education, Migrant Education, Compensatory Education, and Research and Evaluation.

While it is important to maintain the independent status of individual offices, much remains to be done to improve the exchange of information and the coordination of common efforts so that the Department staff has a clear understanding of the various philosophies, policies, and programs in operation and so that the local school personnel have a clear understanding of the services and assistance available to them.

b. Coordination of Programs within the Bilingual Office

Because the staff in the Bilingual Office was limited to one professional and one secretary for the greater part of the year, coordination of staff activities was relatively simple. However, when the bilingual staff is expanded under the new federal and state funding allocations, more emphasis will have to be placed on coordinating staff activities to develop a comprehensive and efficient bilingual program.

IV. LONG RANGE PLANS

Fiscal year 1975-76 should be considered the first year the Department made consistent, concentrated efforts to comply with Public Act 294 and to provide a focus on the needs for bilingual instruction in Michigan. This report contains a review of the policies and activities undertaken by the Department in this important educational area.

While the Bilingual staff recommends that future annual reports contain a section on long range plans, this report contains no such plans. The reason for this omission is twofold: (a) the status of bilingual instruction in Michigan is in a state of flux - amendments to the law have been introduced in the legislature which would alter the nature of bilingual instruction; an accurate needs assessment has not been completed; and curriculum development for this area of the country is in its initial stages. Thus, while it has been appropriate to recommend specific directions in which the Department ought to move, the specific long range goals will be refined as new data emerge: (b) the long range plan for the Department in the area of bilingual education should be developed by the permanent staff, under the direction of the Director of Bilingual Education.

The Department has identified several areas which will require the attention of the Bilingual Staff during 1976-77. Of these, the most important are:

(1) To increase the scope and amount of technical assistance provided to local and intermediate districts so that they can comply with the requirements of Public Act 294.

(2) To identify assessment procedures and instruments which will ensure an adequate and uniform identification of eligible students throughout the state.

(3) To assist the State Board of Education in the formulation of guidelines and in the promulgation of rules and regulations.

(4) To assemble for dissemination bilingual materials, textbooks, and resources, including curriculum and teacher training models.

V. CONCLUSION

The roles of the Department of Education and the State Board of Education are clearly defined in Public Act 294. As this report indicates, those two bodies made considerable progress during the 1975-76 school year in fulfilling their responsibilities under the law; in some cases, they went beyond the minimal requirements of the law in order to ensure that bilingual education becomes a reality in Michigan.

Public Act 294 contains no provisions which require action by the legislature or the governor in the area of bilingual education. However, it is clearly evident that both of these must play a continuing role if bilingual education is to become a reality in Michigan. The State Board of Education feels that the legislature must provide, and the governor must approve, adequate financial resources for the Department of Education to provide technical assistance to the local school districts required to implement bilingual instruction programs. The primary ultimate responsibility for implementing bilingual instructional programs lies with the local school districts. It is incumbent upon them to realign priorities and utilize all resources available to implement the required bilingual programs. Efforts must be made at all levels, federal, state, and local, to provide equal access to education for Michigan's children of limited English-speaking ability.

MICHIGAN STATE BOARD OF EDUCATION

STATEMENT OF ASSURANCE OF COMPLIANCE WITH FEDERAL LAW

The Michigan State Board of Education hereby agrees that it will comply with Federal laws prohibiting discrimination and with all requirements imposed by or pursuant to regulations of the U.S. Department of Health, Education and Welfare. Therefore, it shall be the policy of the Michigan State Board of Education that no person on the basis of race, color, religion, national origin or ancestry, age, sex, or marital status shall be discriminated against, excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any federally funded program or activity for which the Michigan State Board of Education is responsible or for which it receives federal financial assistance from the Department of Health, Education and Welfare. This policy of non-discrimination shall also apply to otherwise qualified handicapped individuals.